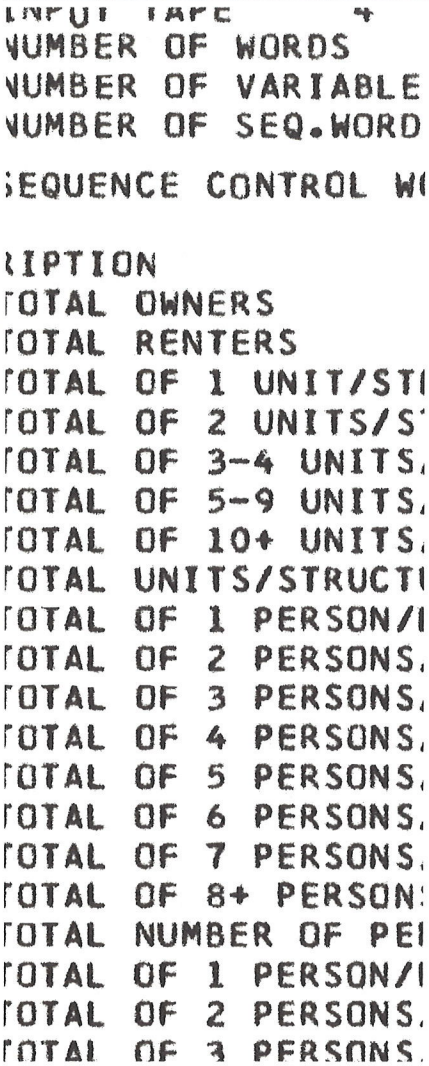
Regional Plan Association: 1957-1967

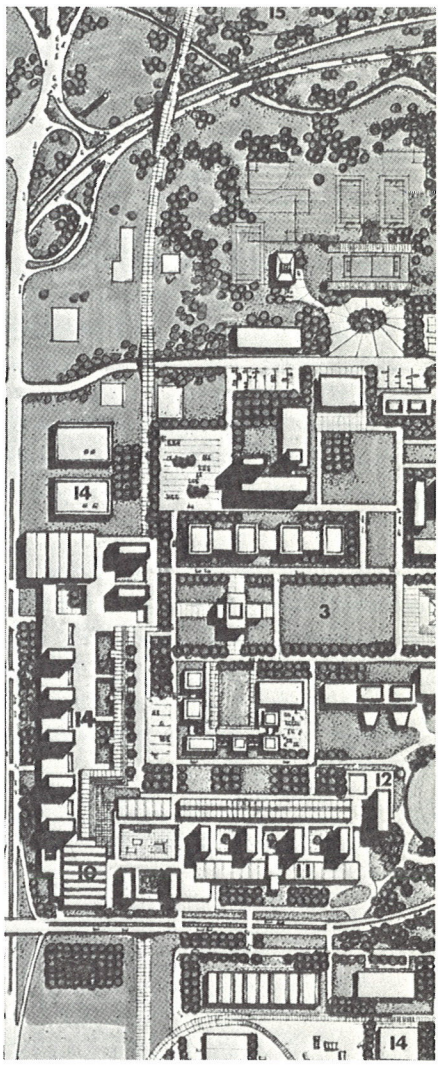
The decade covered in this report opened with the beginning of work on the New York Metropolitan Region Study, or, as it is more commonly called, the Harvard Study—an economic and demographic inquiry into how the Region functions and where it is headed. It closes in the last stages of preparation of the Second Regional Plan, which will set out alternatives to the less-than-happy long-range trends projected by the Harvard Study. The Plan is designed to guide the day-to-day decisions that shape the Region.

During this decade, Regional Plan Association has 1) evolved a process of regional planning that pioneers in a still new field; 2) arrived at and disseminated a number of fundamental conceptions of good regional development that have become widely understood and accepted; and 3) applied these conceptions to influence many specific decisions by officials at all levels of government and by business and civic organizations.



Research. A fragment of long-range research—part of a computer print-out telling Regional Plan researchers the transportation network needed and housing pattern likely to result from a particular pattern of job locations in 2000.

Reaction. Small groups and large participate in the planning, hearing research reports and responding with their views.



Results. An example of a Regional Plan idea in action—part of a design for a modern urban center at Mitchel Field, prepared by Nassau County following an RPA proposal.

PART I: DYNAMICS OF A REGIONAL PLAN

Development conceptions and concrete decisions

Some of the basic conceptions of regional development the Association has infused into the public consciousness or strengthened over the past ten years are listed on pages 2 and 3 in black. Some specific decisions affecting the Region's development, on which these concepts and Association efforts have had an influence, follow them in red.

• That the metropolitan region is an economic unit and in many ways a social unit requiring a regional frame of reference by public, business and civic organizations to achieve the highest welfare of the whole.

• Organization of (1) the Tri-State Transportation Commission by the three states as the official regional planning body for the Region; (2) the Metropolitan Regional Council by the chief elected officials of counties and major cities; (3) a Tri-State regional body by the League of Women Voters; and (4) a Church Plan Organization for the Region by Protestant church organizations.

• That recent urban development follows a new pattern, without historical precedence, which Regional Plan has labelled "spread city." In spread city, facilities are scattered and housing widely spread. The pattern seems likely to be inimical of community. It minimizes the number of job opportunities within convenient range compared to other urban patterns; multiplies the number of auto trips and miles driven, requiring a car for nearly all trips; bulldozes open land at an unprecedented rate per family; and encourages ugliness along the roads—on which everyone must spend more time.

• That it is preferable to bring together rather than scattering large-scale urban activities—office work, major retailing, higher education, cultural activities, major health services, government agencies and apartments and hotels—into planned centers, both enlarged and renewed older centers and brand new urban places farther out.

• Organization of civic and governmental leadership to build modern large office-retail-educational-cultural centers in Jamaica (Queens), in the heart of Nassau County centered on Mitchel Field, and in the downtowns of New Brunswick and Brooklyn. Specific steps toward strengthened downtowns and new planned centers have included the decision to locate a new State Medical School in Newark instead of on a large suburban tract and a plan for Mitchel Field by the Nassau County Planning Commission which follows preliminary ideas of Regional Plan.

• That the location of jobs serving a wide market, particularly large regional or national offices, is the greatest single influence on the over-all regional pattern, and that there will be fourteen times as many jobs added in office buildings as in factories over the rest of the century in the Second Regional Plan Study Area.

• That there is a growing problem for lower-income workers who cannot easily move their homes out of the Core of the Region to follow migrating factory jobs, and that this added burden on low-income families should be mitigated (until they are able to find housing near suburban jobs) by increased industrialization in such close-in areas served by public transportation as the New Jersey Meadows and the Brooklyn Navy Yard, where there is adequate space.

• Progress toward planned industrial development of the Meadowlands by the State of New Jersey and action by public and quasi-public organizations to provide satisfactory tracts for modern industry in New York City.

• That homes of white-collar workers are spreading outward faster than office jobs, lengthening trip times. Travel time could be lessened by planned office centers outside the Manhattan central business district and speeded transportation to Manhattan.

• That it is necessary to rely heavily on public transportation for trips to work in office centers; complementally, that one value of these centers is that they make possible public transportation for many work trips and so keep highway congestion to a minimum.

• That Manhattan streets are operating very close to theoretical capacity throughout the working day; that trips to Manhattan can be speeded only by faster and more convenient public transportation—not additional highway capacity—because any additional highway capacity will be filled with persons shifting from public transportation until the highways again congest and speeds drop once more to just above transit speeds.

• Postponement of construction of added radial highway capacity into the Manhattan central business district—including rejection of the proposed Bushwick Expressway and third tube of the Queens-Midtown Tunnel; rerouting of additional lanes proposed for the New Jersey Turnpike so they will run west of the Meadows instead of to the entrance of the Lincoln Tunnel.

• Large-scale state programs for public transportation improvements in both New York and New Jersey, with financial support available from Connecticut; maintenance and modernization of the Hudson Tubes (PATH) by the Port of New York Authority; and plans for coordinating commuter railroad and subway service in New York State.

• That high-speed ground transportation should be initiated along the Atlantic Urban Seaboard and general aviation (business and personal flying and air taxis) should be separated from airliners using the three major airports in order to ease the dangers inherent in present airport congestion and possibly postpone the burden of an additional major airport.

• Beginning of regular high-speed rail service between New York and Washington in fall, 1967, and experiments on equipment for fast Boston to New York service.

• Proposals by the Metropolitan Commuter Transportation Authority of a network of general aviation airports in the New York sector of the Region.

• That it is very important to acquire public open space quickly in the Region because both demand for outdoor recreation and the bulldozing of natural open space are accelerating; that it is often better to pay more per acre for open space near large population centers than less per acre far from where people live; that the mountains and seashore should be the major elements of the Atlantic Urban Seaboard's public open space network.

• Public acquisition of the following parks: Delaware Water Gap National Recreation Area, Fire Island National Seashore, New Jersey state parks at Sandy Hook, Great Piece Meadows, and Wawayanda, a New York state park at Lloyd's Neck (Caumsett) and a New York City ocean park, Breezy Point.

• Passage by the three states of five large park bond issues and inauguration of federal aid for parks.

• Organization of the Open Space Action Committee to stimulate retention of natural open space and foster development policies which result in more satisfactory use of land.

• That it is very important for the whole Region to make the older cities good places to live for all types of families and to assure full opportunities for all city residents to a wide choice of jobs and home locations and to a good education.

• That there is a growing interest and participation in activities best nourished in cities and increasing numbers who like the total ambiance of cities, so that demand for city living and for good accessibility to city centers will remain strong if cities provide the magnetism.

• That growing sensitivity will bring increasing demand for better design of what is built, more attention to conservation and the fullest use of natural amenities in urban settings.

• Rejection of the elevated design for the Lower Manhattan Expressway and an energetic search for non-blighting alternatives.

• State and local attention to the quality of development along the Lower Hudson River (below the George Washington Bridge), including steps by New Jersey toward a plan for the area sponsored jointly by the State and the eleven New Jersey municipalities with Hudson shoreline or Palisades, a step by West New York to buy their Palisades for a park, hiring of a distinguished architect by New York City to redesign a gargantuan and unsightly sewage plant, acceptance by New York City of the Lower Manhattan Plan and by the Port of New York Authority of the idea that the World Trade Center should face and overlook the Port it serves, wide publicity about the development potential of the Lower Hudson as a high quality residential area, and interest of investors in building it.

• Formation of a new national civic organization, Urban America, by a small group including Regional Plan's president.

• That much of the mediocrity of present development stems not from disagreement about what would be better so much as from the rules under which development takes place, which now turn the immediate self-interest of some individuals and certain small geographic areas against the long-term best interests of the whole Region (including those persons and those smaller areas). This is particularly true of current local real estate tax systems. Many development decisions destructive of long-term community interests are made because of immediate local tax pressures.

• Initiation by New Jersey of a Rutgers study of local tax-sharing as a device for freeing planning from local revenue restraints, particularly as it might apply to the Meadows and the Lower Hudson in New Jersey.

• That many urban problems are susceptible to solutions growing out of academic research and education, and the Region's universities should be better geared to transmitting their expertness to those responsible for day-to-day urban policies.

• Cooperative effort by the Russell Sage Foundation and Regional Plan to investigate ways in which university research and education might be better applied to urban needs, and designation by all the Region's university presidents of a personal representative on a coordinating committee to that end.

• That waste disposal of all types and its effect on the environment (e.g., air and water pollution) are influenced by the total development pattern of the Region and can be better handled if planned regionally.

• Allocation by Old Dominion Foundation and several industrial firms of funds for a regional waste disposal plan covering liquid, gaseous and solid wastes, integrated with the Second Regional Plan; co-sponsorship of the research by the Metropolitan Regional Council.

The process of regional planning

The process of regional planning developed by the Association involves five main steps.

STEP 1. SYSTEMATIC ANALYSIS of current trends in the Region's development and projection of those trends into the future.

STEP 2. PUBLIC CONSULTATION on the research findings and their subjective implications, with people of the most varied interests possible to identify the future prospects which are unsatisfactory and should be prevented.

STEP 3. DEVELOPMENT OF SOLUTIONS to the prospective problems in the form of basic long-range development policies.

STEP 4. PUBLIC CONSULTATION on the proposed solutions.

STEP 5. TRANSLATION OF LONG-RANGE POLICIES into specific recommendations on immediate issues, in form and language that allow them to be acted on by responsible decision-makers—public, civic and corporate.

PART II: BIOGRAPHY OF THE SECOND REGIONAL PLAN

Antecedents

Regional Plan Association was founded in 1929 to work for the recommendations of the first major metropolitan transportation and land-use plan the world had seen, *The Regional Plan of New York and Its Environs,* begun in 1922 and published in two volumes in 1929 and 1931.

At a time when the nation's thinking still centered on the traditional gulf between countryside and city, that Plan had envisioned the rise of the metropolitan region as the dominant unit in American life: a giant new unit in which the city and its vastly expanded suburban "environs" would be bound together by common urban concerns more powerful than any of the superficial differences that might separate them.

The Plan had identified the dimensions of the New York Metropolitan Region (with boundaries virtually the same as those used by the Harvard Study thirty years later), had examined its main physical and economic characteristics and finally had drawn up a detailed program for its gradual and orderly development to the year 1965.

Surveying this Region in the mid-1950's, Regional Plan Association could feel justified pride in many accomplishments. A large number of proposals of the 1929 Plan could already be seen on the ground, including about 140 square miles of recommended new metropolitan parkland, the Region's three major airports at sites close to those suggested, and almost the entire network of arterial highways, parkways and river crossings (tunnels and bridges) mapped out to facilitate the flow of rubberborne traffic.

With hundreds of thousands of families following these roads to new homes in the suburbs, and with industries beginning to move out too, the metropolitan era anticipated in the 1920's was a reality.

But first depression and then war had worked to distort both the pace and the shape of regional development. For fifteen years, a tight lid had been clamped on metropolitan growth; with that lid lifted in 1945, the Region was rocked by a metropolitan explosion.

It appeared to be showing the strain most seriously at those points where proposals in the Plan had not been acted upon. For example, the 1929 Plan's purpose was to balance the transportation system then tilted heavily in favor of the railroads. In 1955, with over 800 miles of new limited access highways completed but with fewer trains than in 1935, there was a marked imbalance in the opposite direction. This imbalance combined with such new factors as the booming postwar economy and government mortgage policies to favor single-family houses in the suburbs and produce a distribution of homes and jobs much wider spread than that which the planners of the 1920's had looked forward to. In 1957, the time was ripe for a new look at the Region's pattern of growth.

Portland Cement Association

The first Regional Plan laid out a metropolitan highway network which led to the construction of more than 800 miles of limited access highways by 1955, including the Merritt Parkway, opened in the 1930's, shown here in Fairfield County, Connecticut.

The Region's population was projected by the Harvard Study and Spread City to rise by 40 percent between 1960 and 1985, spurred by an expected increase in jobs.

Port of N.Y. Authority

The Region's economy would continue to be based on the kinds of jobs that have been attracted to the central business district in Manhattan (south of Central Park) even though jobs would spread outward from the Core.

Step one—systematic analysis and projections

THE HARVARD STUDY. It was then—ten years ago—that a group of social scientists assembled by the Harvard University Graduate School of Public Administration moved into the Regional Plan office in New York City. Their assignment: to make a three-year study of the New York Metropolitan Region for the Regional Plan Association, "to analyze the key economic and demographic features of the Region and project them to 1965, 1975 and 1985."

The Study concentrated on a Region of twenty-two counties in parts of three states—some 7,000 square miles containing almost a tenth of all the people in the United States, 16 million in 1960. Its nine volumes have become standard reference works in the literature of urban affairs. But impressive as these volumes are, they were conceived not as an end but as a beginning: as a necessary prelude to future planning studies. A grasp of the distinction the Harvard researchers drew between their role as social scientists and the role of the planners who were to follow is essential to an understanding both of their contribution and of subsequent RPA activities.

The Harvard Study was quantitative in method and coldly objective in the analysis of its findings. Its aim was to provide as much factual data as possible about the Region as it *was* and as it would be in the future if present trends continue unchanged. Generalizations which could not be verified by statistical evidence were carefully avoided, and, so as not to becloud the facts, value judgments were ruled out.

But the men who conducted the study anticipated a more subjective response from their audience. They expected, correctly, that many of their readers would find the image of the potential Region as they projected it for 1985 less than satisfactory. And they took pains to point out that while the social and economic forces leading toward such a future were certainly powerful, they were not immutable. If, after glimpsing the future in the pages of their study, enough people felt moved to try to alter it, then that study, for all its detachment, could "carry the seeds of forces which may make reality very different from the projections."

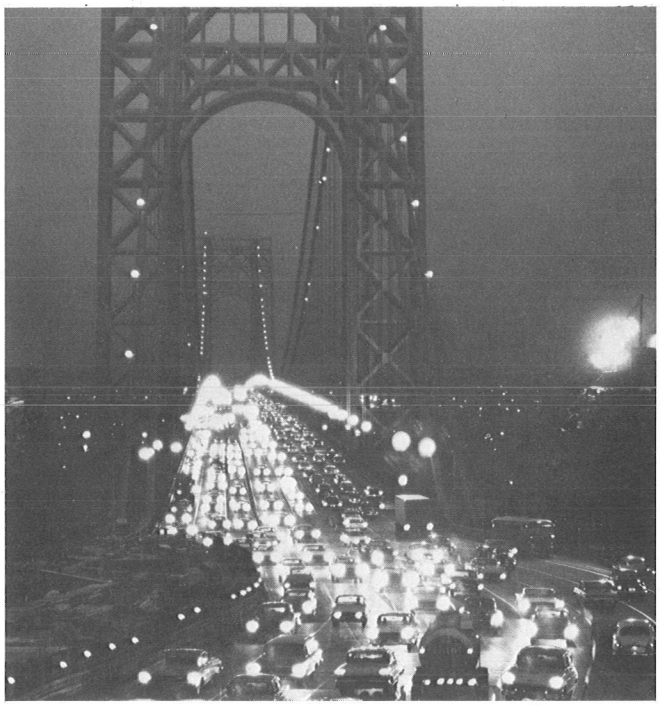
As social scientists, however, this was as far as they were prepared to go. The tasks of conceptualizing the Region as it *ought* to be and of working toward this kind of Region were left to the organization which had called for their study, Regional Plan Association.

EFFECTS OF PRESENT TRENDS ON LAND DEVELOPMENT. First, however, the Association applied its physical planning expertness to describe more precisely than the Harvard Study had done the effects of present policies and trends on land development. This was the major research effort of 1961 and 1962: measuring land already developed and the development potential of vacant land within the terms of each municipal zoning ordinance, considering also the topography, transportation service and location of each area within the Region. (*Spread City,* 1962.)

A SUMMARY OF THE PROJECTIONS. Together, the Harvard Study and *Spread City* came to the following conclusions:

The Region will prosper economically so that added labor force will be attracted into the Region to man jobs that will want to locate here. The projected population growth of nearly 40 percent between 1960 and 1985 would not, however, be quite as great as the nation's.

One important base of the continued prosperity would be the continuation of Manhattan's role as the business capital of the nation, with substantial increase in white-collar jobs anticipated in the central business district (south of Central Park). Despite improving electronic communication, face-to-face relations would remain important in business affairs, the Harvard analysis concluded. Manhattan, offering the top talent in the country to advise business on financial, tax, advertising, public relations, management and many other facets of corporate life, would remain the first choice for many corporation home offices as long as disadvantages did not increase to overwhelm the advantages.



Homeward bound commuters leaving New York City via the George Washington Bridge symbolize the tremendous exodus of middle-income families with children out of the Region's Core to homes in the suburbs.

There would be some perils in the Region's prosperity. First, the middle-class (predominantly white) families with children would continue to pour out of the Core of the Region (New York City except Staten Island, Hudson County and Newark) far faster than their natural increase, so there would be a decline in the white population in the Core. At the same time, Negro and Puerto Rican in-migration to the Region would continue, with most in-migrants settling in the Core and other older cities. The result would be ever larger and more isolated ghettos of the poor in the older parts of the Region.

Negro and Puerto Rican newcomers to the Region, meanwhile, are settling mainly in the Core and other older cities.

ncy Rudolph

At the Core of the Region, blight was projected to spread (above) and vast gray areas of sound but functionally obsolete housing (below) were said to have a questionable future as incomes rise and jobs spread outward.

Housing blight would continue to spread through the Core and perhaps even into the suburbs. Urban renewal would not be likely to keep up with the forces of blight. There are vast "gray areas" which are solid enough but functionally obsolete and will have little attraction in a Region of increasing affluence as long as jobs and population can spread outward. Few persons would want to bother to try to modernize the older and less attractive acres of Brooklyn, Paterson and other old cities.

Factory jobs would continue to decline rapidly in the Core. New housing outside the Core, where the new factories were being built, would be out of reach of many of those whose jobs moved there both because of the high cost of housing and transportation in the outer areas and lingering racial discrimination.

Now, many blue-collar workers are trapped in the Core while their jobs move out to the suburbs. More than a third of the 4,000 hourly wage earners "reverse commute" to the Ford plant in Mahwah, New Jersey—twenty-five miles from the George Washington Bridge.

A familiar suburban pattern (in Milford, Connecticut): shopping, light industry, and other large-scale facilities are clustered loosely around the interchange of two major highways. Each facility is surrounded by its own vast parking field and is unrelated to the others.

Meanwhile, development outside the older cities was changing from its suburban form. Originally bedrooms for New York's high-income employees, by the early 'fifties, counties in the inner ring around the Core were becoming substantially independent of Manhattan for both jobs and shopping. But they were not replacing Manhattan with a downtown of their own, where culture, education, major shopping, entertainment, major health services as well as office jobs and apartments could be housed close to each other. Each facility was locating on its own, mainly along the highways, unattractively, and in such a way that one facility could not be reached conveniently and safely by walking from another. These facilities did not work together, either sharing joint services such as restaurants, letter services or messengers, or supporting public transportation and an optimal expressway system, or encouraging their patrons to use the other facilities—e.g., nurses to attend college classes, shoppers to buy theater tickets, office workers to use the department stores.

As houses spread farther out and urban facilities followed, the separation of one type of urban facility from the other was increasing. Furthermore, houses were becoming far more spread out. Whereas the early postwar suburban developments were built at densities of about six houses to an acre, the average subdivisions approved at the end of the 'fifties provided for about two houses to the acre. As to the future, two-thirds of all the vacant land in the Region was zoned for one-family houses on lots of half-acre or larger; nearly half of all the vacant land was zoned for lots of an acre or larger.

Much of this large-lot zoning was a defense against sky-rocketing school taxes. In almost every school district, the coming of urbanization meant both a tidal wave of children and a demand for a higher quality of education. Soon, townspeople had a great stake in keeping school costs down, and municipality after municipality voted to require more land per house, which meant fewer houses could be built in the school district and therefore fewer school children would be entering the system. Zoning for larger lots also seemed a way of capturing the will-o'-the-wisp, open space, in the face of the population surge. Instead, however, it pushed the countryside farther away.

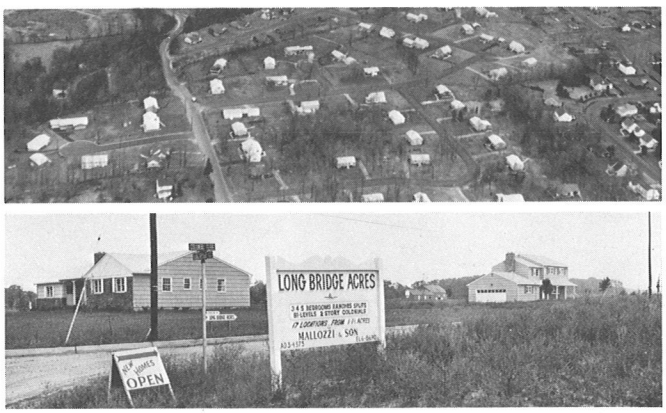
Open land, in fact, would be bulldozed at an unprecedented speed if present trends continued: the 6 million additional people expected between 1960 and 1985 would be spread out over more land than 16 million were living on in 1960: 300 years to urbanize 2,400 square miles, 25 years to urbanize the next 2,800 square miles.

In general, trips to work could be expected to lengthen because homes would spread farther than jobs. Scattered as they were, nearly all of the additional jobs would be accessible only by car, so car miles driven in rush hour would soar along with the demand for more highways.

The Harvard Study concluded that the governments within the Region—1,467 of them—were not likely to change these projected regional trends because they rarely look beyond their own narrow assignments and they resist arrangements through which coordination can be obtained.

N.Y. Times

Prototype of postwar suburbs. Levittown, Long Island, has six houses to the acre. Municipal zoning gradually raised lot sizes, requiring by 1960 no more than two houses to the acre for two-thirds of the vacant land of the Region.



Todd's Camera Shop

The average subdivision in the late 1950's had half-acre lots. These somewhat larger lots are not unusual now. Keeping school costs in check was the main reason for raising lot size requirements in many municipalities.

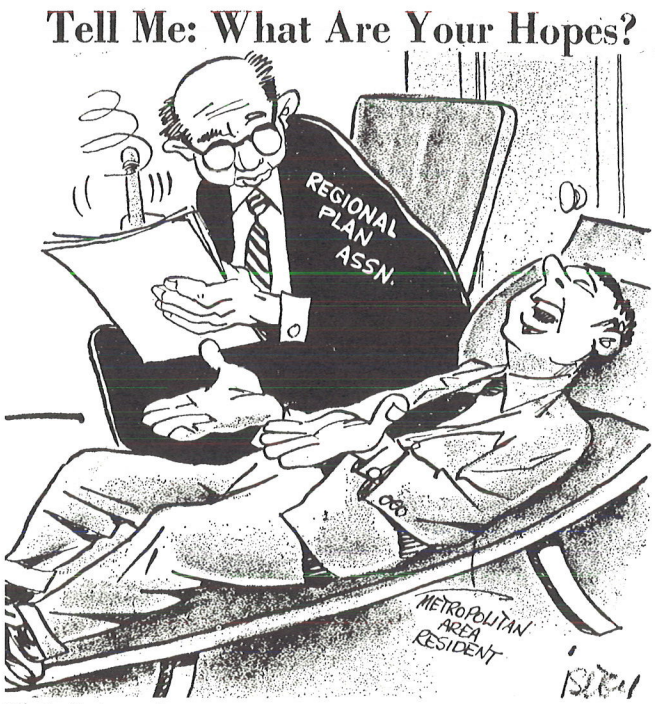
Step two—consulting the public on the meaning of the projections

Because the values of planners might differ from the needs and values of other groups, the process used by Regional Plan involves public dialogue at several stages.

The public's interest in the projections was not so much in numbers of jobs or even acres bulldozed but in what life would be like in the Region of the future, how it could be improved compared to what it would be without effective regional planning and what steps are required to make the improvements. The research and conclusions had to be applied to everyday life.

Two Arden House conferences for business executives were held in 1961 and 1962; participation in the Association's annual conference rose from about 500 in 1960 to nearly 2,000 in 1966; a photographic book, *Man in Metropolis,* commissioned to translate the Harvard Study into visual and human terms, was published by Doubleday & Company in 1965.

Public discussion of planning research included intensive two-day meetings of business executives at Arden House conference center. Above, Raymond Vernon, director of the Harvard Study, answers questions. Below, an editorial reaction to the 1963 Goals for the Region Project in which 5,600 people participated over a five-week period.



Elizabeth Journal

In 1963, to test more systematically the response to the kind of Region foreshadowed by the *Spread City* projections, the Association undertook a pioneering public participation program: the Goals for the Region Project.

The project consisted of a series of five television shows over WPIX (Channel 11), watched by about 85,000 persons each. Some 5,600 of them were gathered in nearly 600 special listening groups located in every sector of the Region. Before each TV program, the individual participants received background reading summarizing—as did the TV programs—the findings of the Harvard and *Spread City* studies. Following the program, the groups debated discussion questions for an hour or longer, often much longer. Finally, each person recorded his own opinions individually on forms returned anonymously to the Columbia University Bureau of Applied Social Research, which helped with the questionnaires and their analysis.

The main results of the survey were announced at the 1963 Annual Conference. A more thorough report on the whole public consultation process will be published as one of the supporting volumes of the Second Plan.

Beyond its educational value, the great merit of the Goals for the Region procedure was the informed response it engendered. Most polls gather a mixture of informed and uninformed opinion. How much serious consideration precedes the response is difficult to determine. In the Goals project, the booklets, TV programs and group discussions encouraged reflection before response and provided information essential for informed replies.

In this first attempt, the sample was weighted heavily with people from the suburbs with above average education and income, even though a special effort had been made to draw in residents of the cities and people of lower income and less-than-average education. Indeed, a special program for a single neighborhood in the Bronx, with specially written materials translated into Spanish and with face-to-face presentations, failed to bring out large enough numbers for an adequate sample despite intensive recruitment by neighborhood leaders. But more efforts will be made in the coming months to conduct response programs especially geared to people who are usually inarticulate on social issues.

Despite the skewed sample, replies in the Goals Project were useful. The rejection of the spread-city pattern by a substantial majority (even those who had contributed to it) and the tremendous support for public transportation, more public open space, more regional planning and better design and amenities were impressive. The replies reinforced the Association's feeling that a whole new set of development policies were wanted—a Second Regional Plan. The replies also suggested that there were enough people in the Region who would lend their support to such a plan to give it a reasonable chance of success.

MAP 1. The Second Regional Plan Study Area provides a broad framework for testing alternative regional development patterns. It is about 6,000 square miles larger than the Region as defined by the Association in 1946 (outlined in red), but it includes only about 2 million more people.

Step three—development of solutions

The planning work on the Second Regional Plan began in the summer of 1964 (though the 1960 Park, Recreation and Open Space Project can be considered a part of the planning work—see below).

In seeking solutions to the prospective problems spotlighted by the projections, the framework of research had to be adjusted.

First, the area to be studied was enlarged because *Spread City* indicated a probable spill-over of population beyond the Region and new data on commuting revealed longer trips to the Core than had been known. Map 1 shows the Second Regional Plan Study Area compared to the Region with which the Association had traditionally worked. Nine counties were added: Litchfield and New Haven in Connecticut; Sullivan and Ulster in New York; and Ocean, Mercer, Hunterdon, Warren and Sussex in New Jersey. About 6,000 square miles but only about 2 million people are in the additional counties, compared to 7,000 square miles and about 17 million people (in 1965) in the area that has been defined as the Region.

A new base map was completed in cooperation with the Tri-State Transportation Commission, showing major transportation arteries (including railroad and subway stations), topography, developed land, reserved open space, and municipalities—more information important for urban analysis than had been available on a map of the area.

Second, the planners identified those elements of urban development with which a regional plan can deal most directly: regional activities which draw large numbers of people out of their immediate home neighborhoods and the transportation that gets them there. Listed roughly in order of their importance for planning, the regional activities are: jobs in offices and factories and other related employment; major shopping in department and specialty stores; higher education; treatment in large medical centers; the education and entertainment offered in theatres, concert halls, museums, major libraries.

These activities are important for planning, not simply because they are regional in scope but also because they are region shaping. This is especially true of jobs. Where a person chooses to live depends in large part upon where he works, and this combination of jobs and home locations, along with the location of other

regional activities, determines both the extent and the character of the transportation system.

The transportation system is shaped and helps to shape this pattern. On the one hand it must reach out to connect the sites chosen for jobs, homes and other activities; but, on the other hand, these sites often are selected with an eye to transportation already available or anticipated.

Regional development as a system. The elements of regional development are therefore interwoven and should be worked on as a system. The older planning methods of trying to adjust separate elements without full understanding of the effects on the other parts of the system are not adequate. To try to deal with development in a somewhat integrated way, three mathematical models are being developed. Two of these seek to express mathematically the volumes of trips to work between different parts of the Region and the means of travel people use for these trips. Income of workers, the characteristics of their places of residence and work, and the transportation facilities available to them all are in the formulas. These mathematical expressions can then be applied to projections of future work force by income to reveal probable trip volumes, lengths and modes (auto, public transportation, walking) in future years for each of several job location patterns.

A third model expresses the response of home-seekers to various patterns of job locations, transportation facilities and residential amenity. It seeks to find the weights given by households of various sizes and incomes to spaciousness in home and neighborhood on the one hand and accessibility to job opportunities on the other and then to apply these weights to the future households of the Region given various job location patterns and transportation.

These models have voracious appetites for facts. To use them, estimates of jobs by industry and income and of population by income were necessary for 1965 by relatively small areas. (The 13,000 square-mile Study Area was divided into 177 zones.) Projections were needed not just by population, as in the Harvard Study and *Spread City*—which had been sufficient for their purpose of sketching the Region that present trends would bring about—but also by household size and income.

For two other reasons, also, new projections were made. The nation's economy had been changing sufficiently in the short period of a decade to make whole new population and job projections advisable. For example, the swing to white-collar work from production jobs in factories has been faster than the experience in the early 1950's indicated to the Harvard team. Manufacturing jobs were projected by the Harvard Study to grow more than 20 percent since 1954; instead they scarcely increased at all. Nonmanufacturing jobs, however, have grown faster than projected, almost enough to make up for the unexpectedly sharp tapering off in the growth of manufacturing employment. Furthermore, the target date of the Plan had been moved to 2000 while the area of study was extended. So new projections were made for the whole Study Area following the methodology that had been pioneered by the Harvard Study.

Basic patterns to be compared. The models, when run through a computer with employment and population projections, would reveal the transportation demands and the general configuration of housing types and locations that would result from a particular pattern of job locations. In this way, two or more different ways of locating major jobs could be compared in regard to these two elements.

Job locations were chosen as the key variable because they are the major determinant of home location choices, and the transportation system is based primarily on the demands of the trip to work. (For the housing model, only jobs serving a larger-than-local market were used because local-market job locations *follow* housing to serve residents, while jobs serving a larger market are more likely to draw homes to them than to follow homes. These large-market jobs are primarily the ones in factories and big office buildings, plus those serving these factory and office enterprises (e.g., stores and restaurants in office centers).)

Regional Plan projections indicate that office jobs will be especially important in the Region's future. Jobs in office buildings are projected to increase from 1.6 million in 1965 to 3.0 million in 2000 while jobs in factories are expected to increase little, perhaps by 100,000, from 1.9 million to 2 million, and production jobs in factories (as distinct from office jobs in factory buildings) probably will decline.

Now, clearly, there are other considerations in locating jobs than the resulting transportation and residential configuration. Regional Plan started with a hypothesis about the best pattern of job locations, assuming that the rest of the job-transportation-housing system would work satisfactorily with such a pattern—and it is this pattern that mainly is being tested to see if the rest of the system *would* be satisfactory.

The locations that seemed best for the fast-growing office jobs also appeared best for other large-scale activities in the Region: higher education, major retailing, major medical services, the performing arts, museums and large libraries. Apartments also were associated with these activities. The hypothesis is: all of these large-scale activities should be brought together in centers of various sizes. Ten to twenty of them should be large, serving sub-regional markets of between 350,000 and 2 million persons.

Research indicated that even in spread city these activities are attracted to each other in a haphazard way, but they have not been locating close enough to each other or arranged in a way to gain the benefits of a planned center.

Specific locations for these major centers will be in-

cluded in the Second Regional Plan. The types of places can be inferred from those already pointed out by the Association as suitable candidates: Jamaica (Queens); downtown Brooklyn, Newark and White Plains; the center of Nassau County including Mitchel Field, Roosevelt Field, and the downtowns of Hempstead, Garden City and Mineola; and New Brunswick. The list probably will include some essentially vacant places farther out.

Expansion of high-level office jobs in Manhattan probably will be limited chiefly by the transportation capacity: how many people can be carried in and out of the central business district during peak hours and how easily they can circulate there during the day. The Plan will recommend appropriate transportation improvements as well as design changes to make Manhattan a pleasant place for more employees.

The reasons for proposing new centers of urban activities in addition to Manhattan are that the Region is spreading far from the center and the total number of office jobs and the market for these large-scale services are growing large enough to be conveniently divided into a number of large sub-regional market areas. Even in the unlikely event that Manhattan doubled its office jobs, there would be almost enough left over to double the number of office jobs outside Manhattan as well.

As for the other activities, Regional Plan research indicated that the Region will need enough additional department store space to fill 45 more Garden State Plazas (the nation's largest suburban shopping center—in Paramus, New Jersey). Places required in institutions of higher education are likely to quadruple between 1965 and 2000, roughly from 450,000 to 1.7 million. There already is enough population beyond, say, a 25-mile ring around Manhattan to support about five professional symphony orchestras and five major museums if the support were focused through new

Urban facilities in suburbia are arranged for easy access by car. Without planning for these facilities together, it is usually impossible to reach them except by car. For example, from the entrance of Alexander's in Paramus, New Jersey, the eye moves easily to Gimbels; but the foot cannot follow. A heavily travelled highway and a fence block the way. The fence came after two would-be pedestrians were killed, among many trying to cross the highway.

Scatter or focus is one of the basic planning issues for the Region. Today, the pattern on the fringe is scattered (above), an unrelated patchwork of one-family houses, light industry and garden apartments. An alternative is being promoted by civic leaders in New Brunswick (below) and several other parts of the Region: a planned urban center which could serve as many as a million people living within a half-hour radius.

centers rather than diffused in a spread city. And most of the additional 11 million people expected in the Study Area will locate in these outer areas, providing potential support for perhaps another ten centers.

The idea of centralizing all of these activities has been discussed with specialists in the location of them, with the advisory Committee on the Second Regional Plan (see below) and others. The idea has been universally accepted, subject to the test that the whole regional system can work well with it. Particularly, Regional Plan is testing whether enough people are likely to use public transportation to their jobs so that compact large centers can work. So far, computer test runs of the transportation models give optimistic signs—that enough people will use public transportation and that the transportation system that would fit the pattern of large new downtowns could be built satisfactorily. This pattern will be compared to at least one alternative using the models.

A TRANSPORTATION PLAN. On the bare bones of the travel corridors and traffic volumes that the model will sketch, a network of limited access highways and public transportation will be laid out. Large quantities of data and a number of important conceptions already have been developed, and policy recommendations have been based on them. One policy calls for modernization of the commuter railroads, another for $1.5 billion investment in expanding and speeding subway service and improving its comfort and general pleasantness, a third for postponement of any enlargement of highway capacity to the Manhattan central business district—all based on considerable research on the Region's economy, travel speeds, volumes and capacities.

GOOD DESIGN IN WHAT IS BUILT. In addition to efficient relationships among facilities, the Plan will deal with aesthetically pleasing relationships not only among man-made facilities but also between urban development and nature. The design of the proposed urban centers is therefore as important as their location.

While Regional Plan will not design each one, prototypes will be suggested which might guide those who are planning them.

The main design output so far is *The Lower Hudson,* the first of the supporting volumes leading to the Second Regional Plan. There, the Association showed how nature, aesthetics and historic preservation can be combined with profitable urbanization in the Hudson Valley below the George Washington Bridge. It is a significant publication not only because of the tremendous potential of this twenty-mile strip—some $3 billion in projects are planned for it right now—but also because the same problem will appear repeatedly over the rest of the century: how can urban development be designed to fit the site and what is already there?

SOCIAL PROBLEMS AND THE REGIONAL PATTERN. There is considerable ugliness in the Region which is not simply visual but is social, and it affects the relationship of home and job location as well as holding a constant threat to the Region's economy and general well-being. This is the increasing concentration of poverty—disproportionately afflicting Negroes and Puerto Ricans—in a few large areas of the Region's older cities. This concentration, and its effects on public schools and safety, keeps many who want to live in cities from living there, indirectly weakening support for cultural activities. Sometimes it repels economic establishments that otherwise might locate in these older cities.

In seeking to plan a better Region, the Association staff has continually come up against the obstacle of poverty—the pressing need to help the poor out of the cycle of poverty through whatever Plan recommendations might be relevant and the need to dissolve the limitations that large-scale poverty places on everyone's full enjoyment of the Region's potential.

The accessibility of job locations and higher educa-

Port of N.Y. Authority

More subway capacity and higher standards of speed and comfort have been recommended by Regional Plan. The rush hour at the Grand Central IRT station (left) contrasts with an off-peak view of the new air-conditioned Port Authority Trans-Hudson (PATH) train (right) to illustrate the direction of change needed.

Nancy Rudolph

Helping children escape from the poverty treadmill with new school programs is one of the older cities' most important public services. But it has drained them of funds needed for other public services. The school problems and deterioration of other city services have combined to drive many former city residents to the suburbs.

tion to low-income families—by public transportation—has been a primary criterion of the Plan. In locating other large-scale activities, the potential of these activities for attracting many types of people to the older cities has been considered important.

But these elements of the Plan did not seem sufficient. In addition, Regional Plan is investigating the quality of public services needed to make city living competitive with living elsewhere—particularly public schools, public safety and transportation, the cost of raising these standards and where the money should come from. Also, the cost of breaking the poverty cycle and methods that might be used to do it will be explored.

Open space. A regional open space plan will be presented as part of the Second Regional Plan. A good portion of a plan for parks and open space was produced out of sequence in 1960 because of the alarming speed with which open land was being bulldozed.

For this single part of a plan, the full planning cycle was worked out—the analysis of present trends and their projection to 1985 were prepared by consultants in two volumes, *Dynamics of Park Demand* and *Nature in the Metropolis*. One approach to solving the prospective problems identified by the projections was written by a third consultant in *The Law of Open Space*. *The Race for Open Space* set out final recommendations, including ten regional park opportunities, standards for county and municipal parks throughout the Region, and proposals for encouraging a residential pattern that is more attuned to conservation and outdoor recreation needs.

Co-sponsored by the Metropolitan Regional Council, the informal association of chief elected officials of the counties and larger municipalities in the Region, and guided by an advisory body of experts, the project involved continuous consultation with important segments of the public. The Metropolitan Regional Council officially endorsed the report.

Urbanization, waste disposal and pollution. Disposal of waste in all forms—gaseous, liquid and solid—is an interrelated set of problems. For example, if solid waste is incinerated, part remains in the air to contribute to pollution; if it is ground up and poured into the sewage, it contributes to water pollution.

Regional Plan has contracted with an expert team to compare the waste and pollution problems that alternative development patterns might create, to estimate the cost of attaining alternative levels of air and water purity, and to make some recommendations on waste disposal systems and water supply. The Metropolitan Regional Council is co-sponsoring this part of the Second Regional Plan.

The final stages of step three. Back up material for the Second Regional Plan will include research reports on *The Region's Growth* (just published), regional activities, and regional transportation—which support the recommendations on the location of office jobs and regional activities and lay out the transportation system to fit it; *The Lower Hudson* (December 1966) and midtown Manhattan, design publications; old cities and their public services; the housing market; waste disposal and the environment; and public consultation in planning. Then the preliminary plan itself will be issued, prepared for wide discussion and public response. The final plan will grow out of this process.

Step four—public consultation on the Plan

To obtain advice on the Plan itself at each stage in its development, the Committee on the Second Regional Plan was formed. Its membership consists of 135 of the Region's business, labor, religious, educational and civic leaders, who have agreed to read all of the Association's proposals as they are produced and to participate in workshop discussions about them before they are published.

A program has been prepared for testing the Plan's hypothesis on a much broader range of the public before they become firm recommendations. In addition to continuing the Goals Project approach, efforts will be made to get responses from persons who normally do not volunteer for such civic activities. Those who can be reached through such organizations as church groups and trade unions will be brought together under these auspices. Opinions of others, particularly those at the lowest income levels, will be ascertained through depth interviews with official and unofficial spokesmen.

Step five—translating long-range policies into current proposals

Work on the Plan does not end with its completion. Its basic conceptions must be applied every day to immediate problems requiring solutions, immediate issues requiring decisions. This translation of long-range planning ideas into concrete policy recommendations goes on constantly. It is the main business of the Regional Plan staff and board of directors. Three examples will illustrate how this works:

The Race for Open Space, which coined the expression "open space" as it is now commonly used, helped to stimulate a great movement to reserve land for recreation and conservation in metropolitan regions.

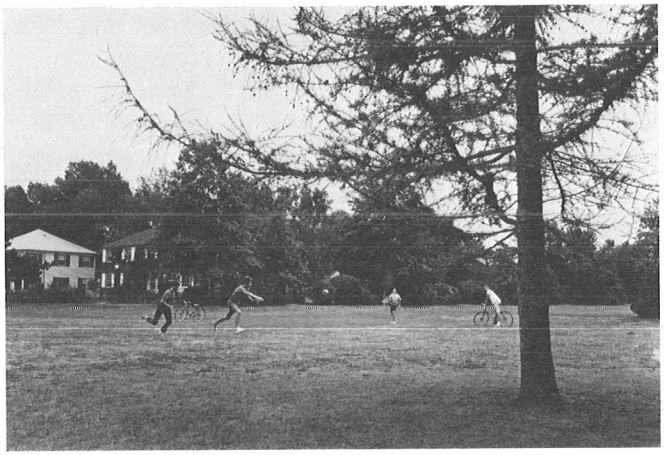
In the six years since its publication, 80 square miles of public open space have been purchased in the New York Region. This increased total park space nearly 30 percent over 1959, the date of the report's survey, an amount equal to the parkland acquired in the preceding nineteen years.

The report was a significant stimulus to the first federal aid for park acquisition. Senator Harrison A. Williams, Jr. of New Jersey, author of the bill, paid tribute to the Study in introducing the bill.

National Park Service

Port of N.Y. Authority

Harvey Lloyd



Of ten specific regional park proposals made by Regional Plan in 1960, six have been achieved, including Lake Wawayanda State Park in Northern New Jersey (top) and Fire Island National Seashore off Long Island (center). The commons at Radburn in Fair Lawn, New Jersey, (bottom) is an early (1928) example of a subdivision designed with open space integrated with the housing and street pattern—one of the first planned cluster developments.

The five state bond issues passed since 1960 for park purchases and development totalled $370 million.

Of ten specific park proposals, the federal government has acquired two, the states three, and a sixth, already state owned in 1960, has been partially developed as called for in the report. (See Part I.)

Two other major park purchases have been made with Regional Plan backing, Breezy Point by New York City and Great Piece Meadows by New Jersey. The former was included in the report's recommendations that all remaining open oceanfront should be acquired for the public, and the latter conformed to a principle of park acquisition emphasized in the report—that in general priority should be given to parks close to large concentrations of population.

Westchester County announced it would achieve the standards recommended by the report; it has since begun acquiring 3,500 acres to add to its 1960 base of 10,000 acres of parkland.

The principle of "cluster development" of housing (subdivisions with common open space that otherwise would have been cut up and added to each building lot), proposed in *The Law of Open Space,* has been put into effect in several instances in the New York Region and elsewhere after much public debate.

The Open Space Action Committee, born out of the Study, has been talking with owners of large tracts of land valuable for conservation and recreation to work out methods for keeping land open.

In numerous professional and non-technical publications in this and other countries, articles have drawn on the information and ideas of the four reports. The 1962 report of the federal Outdoor Recreation Resources Review Commission refers frequently to Regional Plan as a source of data on open space. The U.S. Department of Housing and Urban Development's recent *Open Space for Urban America* cites the *Race* several times.

PUBLIC TRANSPORTATION IMPROVEMENTS. In 1951, the Association issued a research bulletin concluding that present trends and policies would result in gradual deterioration of commuter-railroad service and that this was one of several reasons for an official transportation plan for the whole Region.

For a decade, Regional Plan called for metropolitan transportation planning. Federal highway research money became applicable to metropolitan transportation planning, and in 1961, following several conversations on the subject between RPA and state officials, the Tri-State Transportation Committee was established by the Region's three governors. Several federal acts were passed requiring a metropolitan planning process to qualify an area's governments for various federal grants, and in 1965, Tri-State became an official planning commission under an interstate compact, after additional conversations between doubting New Jersey officials and Association spokesmen.

Commuter railroad deterioration would be inevitable if present highway and development policies continued, Regional Plan warned in 1951. The Putnam Division of the New York Central (shown above at Ardsley) and several other rail lines were closed to commuters in the 1950's. Throughout that decade, Regional Plan called for official tri-state metropolitan transportation planning to head off railroad collapse. In 1961, with the New Haven facing bankruptcy and the Long Island Rail Road already bankrupt, the Association recommended that the three states and the federal government take responsibility for maintaining and modernizing commuter rail service. In large measure, this has since been done.

Just before Tri-State was formed, the United States Senate, alarmed by the New Haven bankruptcy, had contracted with Regional Plan to report on commuter transportation in this Region. RPA's 1961 report called for modernization of the commuter railroad network at a cost of $800 million, preferably under a single tri-state agency in charge of commuter passenger service but, if that was not possible, under cooperating bi-state or state agencies. The report recommended that the federal government should assume responsibility for financing capital improvements and that the states and possibly local governments should make up operating deficits.

Shortly after, Senator Harrison A. Williams, Jr. of New Jersey again used an RPA report, this time to argue for the first federal aid bill for public transportation, which he introduced. The bill passed in 1961. Additional federal appropriations for mass transportation aid have followed, the most recent last year.

In 1963, Connecticut established a transportation authority, mainly aimed at saving passenger service on the New Haven Railroad. In 1965, a continuing source of financing was granted the Authority.

In 1965, Regional Plan was asked by a Democratic New York State Senator and Republican State Assemblyman to advise them on legislation for a State railroad commuter agency. At the same time, RPA acted as secretariat to a committee of distinguished business leaders in support of state intervention to modernize the commuter railroads. As the legislature worked on several bills, Governor Rockefeller introduced his own bill, which passed almost unanimously.

In 1965, RPA's New Jersey Committee (described below) proposed a $490 million bond issue for railroad modernization and highway building plus consolidation of transportation responsibility in a Department of Transportation. Six months later, Governor Hughes proposed a $300 million highway-railroad capital program and a Department of Transportation. The following month, the new Department was established. The capital program is under consideration. (See Regional Plan News, April 1967, "New Jersey: Issues and Action.")

During the last campaign for mayor of New York City, several candidates discussed issues with Regional Plan, and their staffs checked often with RPA on data and program ideas. Mayor Lindsay advocated a transportation program very similar to RPA's, and the Association testified the following year for the Mayor's transportation consolidation plan.

Tri-State Transportation Commission's interim program (1966) called for subway spending at the scale recommended by RPA. In January 1967, Governor Rockefeller called for consolidation of public trans-

portation responsibility for the New York sector of the Region and a $2.5 billion bond issue of which $1 billion would be for public transportation modernization, primarily for commuter railroads and subways in the Region.

Meanwhile, the New York City Planning Commission and Mayor Lindsay announced a policy of concentrating on circumferential highways rather than new radial highways into Manhattan, in line with Regional Plan policies.

D. H. Acheson

Manhattan's streets are at capacity throughout the working day, Regional Plan has found. Only better public transportation, not more highway access to Manhattan, will improve travel speed and conditions for those who come to the central business district.

Second Regional Plan hypotheses. Working as we do "in a goldfish bowl," many of the hypotheses of the Plan enter the Region's decision process before they are published.

Steps already taken to build new urban centers (see Part I) are examples.

Occasionally, as with *The Lower Hudson,* reports are pushed ahead of the research schedule to stimulate and contribute to public debate on a timely issue.

Regional Plan met with mayors of eleven New Jersey municipalities along the Hudson and with State conservation and development officials to discuss the recommendations of its report on the Hudson Valley even before the report was published. The State has taken preliminary steps to follow Regional Plan's proposal that the municipalities and State jointly sponsor a design plan for their side of the River and try to arrange a fair allocation of development tax "profits" among the municipalities.

Several steps have been taken on the Manhattan side, also, as a result of Regional Plan recommendations. (See Part I.)

Informing the public on issues. Throughout this period, RPA was informing the public generally on these issues through TV appearances and advice to TV program producers and newsmen, our own publications, numerous speeches, press releases when new recommendations were prepared, major sessions at our annual conferences, briefings for congressmen and their staffs, numerous conversations with state and local officials.

The New Jersey Committee. In 1961, the Association set up a New Jersey Committee to work on policies that especially affect that sector of the Region. The Committee's main purpose is to provide information from Regional Plan's research for State and local officials and civic organizations and New Jersey-based business, with added applied research done by the three-person New Jersey staff.

The New Jersey Committee includes leaders in business, education, the professions and civic action. Three times in the past six years, an RPA New Jersey Conference has brought together nearly 200 persons to discuss current issues facing the State.

Nearly all efforts to inform New Jersey organizations on current issues are carried out through the New Jersey Committee, e.g., formation of the Tri-State Transportation Commission and the location of the medical school.

Financing the Plan

Increased staff has been needed to prepare and make use of the Second Regional Plan. (The staff of 12 in 1956 is now about 40 full-time and about a dozen part-time employees.) The increase has been financed almost entirely by foundations, though in the past two years there also has been some increase in continuing Association financing from corporate subscribers.

The following foundations have contributed major support for the Harvard Study and then the Second Regional Plan research: The Ford Foundation, Rockefeller Brothers Fund, Taconic Foundation, Avalon Foundation and Old Dominion Foundation.

Also grants have been received from: Fred L. Lavanburg Foundation, Inc.; Merrill Foundation for Advancement of Financial Knowledge, Inc.; New York Foundation; The Twentieth Century Fund; Victoria Foundation, Inc.

Continuing research

In such dynamic times, planning organizations cannot rely on a long-range plan for as long as thirty-five years. A plan should be continually re-evaluated. In fact, it should be improved constantly because improved methods of planning are evolving. Already, Regional Plan's staff has outlined research projects for the next several years that would add certainty and important details to the Second Regional Plan. Most of these projects will rely on new sources of data and improved techniques for handling them.

The proposed research projects include: surveying in detail the daily links of various types of office establishments; predicting possible effects of new technology on office employment; establishing criteria for locating manufacturing; analyzing what makes a good residential

neighborhood; finding relative costs of different patterns of residential development; devising better methods of planning transportation in conjunction with land use; preparing prototype designs to improve the appearance of highways and public transportation; designing better pedestrian circulation in downtown areas; comparing psychological effects of different densities and designs.

Regional planning in the future

For 300 years, men have been dumping sewage into the Hudson River. Suddenly, we ask, "What are we doing to ourselves?" Air pollution has been a growing problem for a generation; only in the past few months has it been raised high on the Region's action agenda. The poor we have always had with us. Now, the Region's leadership is declaring the abolition of poverty a necessary step for everyone's full enjoyment of life here.

All of the issues of regional planning have risen to the conscious attention of at least a large and vocal minority, a group determined to make the environment better.

Regional Plan Association, which depends on the leadership of the idea, is entering a period when many people are aware of the regional problems which the Association's ideas can help to solve.

RPA CHAIRMEN, 1957-67

Max Abramovitz (1966-)
James S. Schoff (1962-1966)
Amory H. Bradford (1959-1962)
Harold S. Osborne (1953-1959)

RPA BOARD OF DIRECTORS over the period 1957-1967*

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John Wilkie
Paul Windels
Paul Windels, Jr.
David L. Yunich

*Present directors are listed on page 19

THE BERGEN RECORD
1-2-62

Regional Plan Group Outlines Flow Of Manhattan Commuters

Rush-Hour Traffic Puts Impossible Load On Transportation, Tankel Says

New York, Jan. 2 (AP) — Some 3.3 million persons entered Manhattan's central ... working day in 1960, accordi... ciation.

ANOLOGY DRAWN

"This is like bringing the entire population of Chicago into South Plainfield, N. J.," the association said in its report yesterday.

South Plainfield's 1960 population was 17,869.

Manhattan's central business district as defined in the report as the 9 square miles south of Central Park.

Nearly half of all who entered — 1.6 million — did so between 7 and 10 A. M. A quarter of the arrivals — 848,000 — came within a single hour, 8 and 9 A. M.

Travel on the sample day into the hub increased by 36,000 per... private-car and taxi entries continues, rising 130,000 or 17.6 per cent in the 4-year period.

"If public transportation to the hub collapses, arteries to jobs all over the region—not just to Manhattan—will be blocked."

NEW BRUNSWICK HOME NEWS
5-6-65

Regional Plan Assn. Ponders New 4-Point Program

By WARREN JONES

NEWARK—Part of the function of the Regional Plan Association in future development of the New Jersey-New York-Connecticut metropolitan region will be to offer alternatives to certain aspects of local, county and state planning which will be more in keeping with the orderly development of the entire region.

However, the RPA is also thinking ahead to the extent of offering alternatives to some of its own proposals, it was revealed at the annual membership ... economic and cultural centers.

- Location of commercial, industrial and cultural facilities in outer areas to provide a wide choice of goods and services and efficient and convenient transportation in a pleasant setting.
- Fitting of future homes to natural countryside, outdoor recreation areas and transportation arteries in a better way than much of today's suburban development.
- Providing of the best feasible transportation to get men to jobs, women to shops, children to school ...

... view the possible effects of their own plans in conjuction with those of similar groups in other parts of the region.

The RPA will endeavor to present constructive alternatives to local, county and state plans which it determines, through its various studies, to be not in keeping with orderly development in the region.

A nearly completed study of travel patterns between over 100 work and living areas in the region will be used in shaping future transportation plans.

The RPA sees a need for vastly stepped-up suburban transportation network covering an area within a 20-mile radius of the New York-Newark complex. Spokesmen indicated here yesterday that the association is keeping an open mind as to the possibility that buses may, in some cases, prove to be a better solution than rail transportation.

Basically, the RPA's hope is to provide for a "well-greased region," residents of all parts of which will be able to make use of all other areas through improved transportation.

Population Increasing

With population of the region expected to grow from the present 17 million to 25-30 million in 20 years, improved transportation to make it possible for residents to travel more easily to employment outside their home areas will be vital, the RPA feels.

The association has promises of grants totaling $1,425,000 from several foundations, the largest single grant being $750,000 from the Ford Foundation, to implement specific facets of its plans.

... of the Carteret ... been named chair... of the RPA. He ... in the four-year

THE NEW YORK TIMES
5-23-66

125 Leaders Are Chosen To Shape 2d Regional Plan

Association Focuses on Jobs, Education, Stores, Transportation and Housing in 31 Counties by the Year 2000

THE BERGEN RECORD
10-16-63

Regional Planners Rap Outmoded Zoning Codes

Old Land-Use Limits Actually Hinder Proper Development, Panel Agrees

New York—The planning code and ... which young towns put on as a cloak o... hardened into a straitjacket. Who says ... yesterday—at the 18th annual confere... Plan Association.

They began by agreeing with a real estate expert, Alexander Summer of Teaneck, that in the population-explosion years now imminent, during which the population of the Metropolitan Area will be virtually doubled, the only way to build will be upward.

They concluded by agreeing:

1. Zoning ordinances, based on pilot studies made 30 to 40 years ago and imposing land-use limits on ... town, ha... to hamp... the land.

2. This ... bid such ... use as ar... and the ... — the c... same zo... on detac... houses, ... rise apa...

Fair Lawn, is an example of such intermixture as would be forbidden by an area zone ordinance, said Ernest Erber, New ... director ... in an ...

YONKERS HERALD STATESMAN
5-24-66

Regional Plan Providing Guides For 50 Miles Around N.Y.C.

GROUNDWORK is being laid for the "Second Regional Plan" for th... ...unding New ... cially chosen regional leaders to be held this week at Princeton, N.J. The group will include many eminent persons, perhaps most of them competent ... wise, look with a very jaundiced eye. We will, of course, be branded as provincial and even selfish, as non-progressive, as shortsighted ... that as it may.

ELIZABETH, N.J. JOURNAL
9-6-62

Robert DeLazaro, Journal Staff Writer

Picture Of 'Spread City' Calls For Area's Quick Concern

The Regional Plan Association has issued a warning that we had better take an honest look at where we're headed. Most evidence found in a five-year study by a Harvard graduate research team, the association says, points to the creation of a "Spread City," a con... counties. But all will have to share in the social, political and economic cost.

The Regional Plan Association says that over-all capital requirements for the region will be roughly $175 billion between 1960 and 1985. Transportation, including highways, suburban railroads, airports and port facilities, will ... changed into a pattern of settlement that the people of the region really want, the Regional Plan Association declared.

Right now it is the political approach to these problems that is most disturbing and in need of a new focus.

Even when the regional problems are recognized, political ...

WHITE PLAINS REPORTER-DISPATCH
9-4-62

Regional Plan Association Study Reveals:

Population Increase to Exceed Job Openings in County

NEW YORK—The number of persons seeking employment in Westchester will increase ... zoned for industry and assumes 15 employ... in South... is usually successful in getting appropriate zoning ... ment dwellers. Twenty-five per cent of its vacant land population ... olis, was noted to have absorbed most of the population increase between 1950 and 1960. ... Monmouth Counties in New Jersey will more than triple in population by 1985 if municipal ... ordinances ... gion, which extends for roughly ...

SOUTH BERGEN NEWS
7-26-62

"The Day Of Decision For Commuter Railroads" - Regional Plan Association

* * *

Commuter Transportation plays such an important part in the lives of South Bergenites that this paper feels impelled to print this report in full.

* * CONCLUSION * *

Regional Plan proposal

For three years, the Regional Plan ...

Many economies of coordination and scale are probable if the Region's suburban railroad services ... planned as a whole. Purchase ... standarized equipment in whole... joint ... are ... population and jobs in the older cities, the areas we want to keep open and natural, the amount of multi-family housing we need, the concentration or dispersal of indus... transpor...

NEWARK NEWS
11-19-62

Enlisting Thousands

Regional Plan Association Sets Up 'Operation Big Quiz'

By GUY SAVINO
New York Staff Correspondent

Meet weekly for five weeks for two and a half hours. ... who announced the project, said the new study is similar to one ...

ASBURY PARK PRESS
7-30-62

Regional Plan Group Suggests 200-MPH, Short-Haul Trains

NEW YORK (AP)—The Regional Plan Association suggests the pos... cation on current economic and social questions.

The report discused problems ... megalopolis," ... region ex... to Washing... ...plored were ... planning, the ... is a basic ... common use ... areas, and ...

Saved

...igh - speed ... on to Wash... save prec... space by air passen... the report ...ded, "woul... stance ...

agreed that modernizing the present rail system would be more practical than "experimenting with radically different kinds of rail systems" — such as monorails. They foresaw automated passenger trains attaining speeds of up to 200 m.p.h. on improved, standard roadbeds.

The report said, however, that more facts are needed "to determine whether a major study of a high - speed rail line would be fruitful."

In discussing outdoor recreation, the report said there is "competition among many states to avoid" their financial responsibilities, "each hoping that neighboring state will pick up the ..."

MAMARONECK TIMES
7-30-62

Regional Plan Idea

Trains at 200 m.p.h. Suggested

NEW YORK (AP)—The Regional Plan Association suggests diverting passengers from planes to 200-mile-an-hour trains on short hauls along the northeastern sea... ... would be to con... air and airport ... system from Boston to Washington might possibly save precious air and airport space by diverting shorthaul air passeng... railroads," the report ... Space, it added, ... for long-distance ... cannot ... ground." The ...

ELIZABETH, N.J. JOURNAL
11-19-62

Regional Plan To Seek Ideas From 10,000 'Consultants'

More than 10,000 civic and government thinkers in the New York metropolitan region will be asked to weigh area prob... and to try to come up with s... answers toward solving them the next 25 years.

The unique census of ideas announced today by the Regi... Plan Association, which is ... paring new guidelines for the ... gion's anticipated growth ... million by 1985.

Essentially, the associa... wants to know what 16 mi... persons of the region want in way of housing, highways, pu... transit facilities, neighborho... and job locations, among ot... things.

Some 10,000 invitations are ... ing sent out this month to ... ganizations in the 22 counties ... the region, including Union ... Middlesex. Each organizatio... being asked to set up one ... more committees of five to ... persons to meet two hours we... for five weeks in March ... April, 1963 ... be like over the coming generation if present trends and policies continue.

The study group responses will be used with other current re... search on alterantives to the pres...

WESTCHESTER INDEPENDENT
3-11-65

RPA Sets Modernization Of Rails At $800 Million

(Editor's Note--Highlights of the 1961 Regional Plan Assn. 1961 report, "Commuter Transportation," are published below.)

"There should be a gradual transition to lightweight, high speed cars with rapid unloading, automatic doors and advanced signalling and control devices to permit two minute headway operations at schedule speeds of around 45 miles per hour.

"Also, stations should be ... to facilitate easy trans... bus lines and fare col... use." "If the people who work in the Empire State Building drove to their jobs, it would take another Empire State Building to park their cars."

Federal Responsibility

The Regional Plan Assn. study places the major responsibility for a progressive transit program upon the federal government. It urges, in fact, federal coordination of all programs affecting the urban areas, such as highway, airport, housing and urban renewal "so that these activities are effectively correlated with comprehensive metropolitan plans developed by state and local governments."

Federal expenditures on high... are noted. They amounted ... over the period ... of the ...

BOOKSHELF

URBAN ATLAS: 20 AMERICAN CITIES by Joseph R. Passoneau and Richard S. Wurman. MIT Press, 1966. $100.00

The Atlas represents a first attempt to summarize U.S. Census and local land-use information in systematic visual form and to relate it to standard U.S.G.S. maps on a uniform metric grid. The urban areas covered are Atlanta, Boston, Chicago, Cincinnati, Cleveland, Denver, Detroit, Houston, Los Angeles, Miami, Milwaukee, Minneapolis, New Orleans, New York (central portion), Philadelphia, Pittsburgh, St. Louis, San Francisco, Seattle and Washington, D.C.

For each of these urban areas, five maps are presented:

1. A monochrome base map at 1:48,000 scale, derived from U.S.G.S. maps.
2. A color overlay showing population density by 250 x 250 meter squares.
3. A color overlay showing personal income on the same grid.
4. A combination of population density and selected land-use data, schematically presented.
5. A combination of the density and income overlays.

These parallel maps allow a comparison of key development characteristics of several metropolitan areas.

Some of the difficulties inherent in the data collection, data processing and the graphic presentation for a project of this nature are enumerated in the preface. The most glaring data gap, which the Atlas makes obvious, is the absence of sufficiently fine geographic detail for statistics on employment and other non-residential activities. This gap may be partially filled by the 1970 Census.

The Atlas was prepared at the Institute of Urban and Regional Studies and the School of Architecture at Washington University, St. Louis.

Boris Pushkarev

ADJUSTING MUNICIPAL BOUNDARIES: LAW AND PRACTICE by National League of Cities, Department of Urban Studies. 1966. 354 pp. $5.00

Central cities once responded to urban expansion by annexing adjacent areas; but use of this approach has declined during most of this century. Incorporation of suburban municipalities and unworkable annexation laws have blocked the extension of central city boundaries. In recent years, however, annexation has found renewed interest, particularly in western states. This detailed report describes the annexation process, its principles, effects, and methods in the fifty states.

Richard T. Anderson

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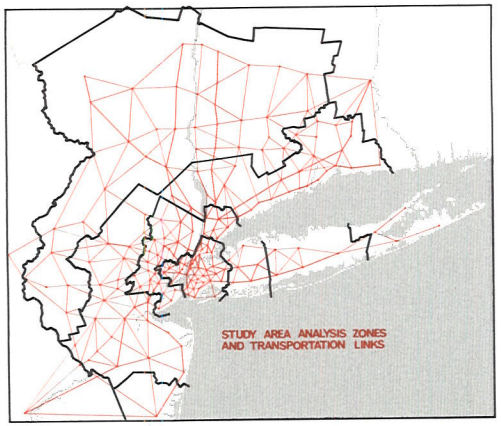

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